7894

May 14 37.

Dear Mr. Alexander,

With reference to your letter dated April 22nd, 1937, I forward herewith for your information a copy of a report, together with translations of regulations, etc. regarding the "Committee of the Citizens' Labour Service in Shanghai Municipality" (上海市民勞動服務委員會).

x - Enclosed etc.

Yours sincerely,

(Sd) K. M. Bourne.

J.A. Alexander, Esq.,
H.B.M. Consulate-General,
Shanghai.

FILE
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FM. 2
G 45M-1-36

File No. .....

SHANGHAI MUNICIPAL POLICE.

S.1, Special Branch. ~~xxxxx~~

REPORT

Date May 13, 1937.

Subject The Citizens' Labour Service in Shanghai municipality.

Made by C.D.I. Sih Tse Liang Forwarded by [illegible]

In December 1936 the Shanghai City Government with the cooperation of various bureaux, local government organs and prominent Chinese sponsored the formation of a committee entitled "The Committee of the Citizens' Labour Service in Shanghai Municipality (上海市營動服務委員會) with Gen. Wu Te Chen, former Mayor of Shanghai, as Chairman (Vide I.R. 7/12/36). The object of this organization was to conscript local Chinese citizens for free labour service in the Shanghai municipality for a period of between 3 and 10 days every year.

Ten rules governing the terms of labour service, etc. were promulgated by the City Government on November 10, 1936. Subsequently two sets of detailed rules governing the labour service for the first term which was to commence on December 1, 1936 and concluded on March 31, 1937 were also proclaimed. Translation of these rules are attached to this report (Appendices "A", "B" and "C").

The labour services to be performed during the period between December 1, 1936 and March 31, 1937, consisted of dredging of streams and repairs to dykes in various villages in the Northern, Western and Pootung districts. A total of 60,000 villagers were thus engaged in these works and it is learned that the following creeks were dredged:-

Woosung District:		The Chang Ka Pang Creek	(張家浜)
Yinghang " :		" Yung Chang Wu Creek	(袁長河)
Kiangwan " :		" Zia Dang Creek	(斜塘)
Poo Sung " :		" Soo Wu Creek	(沙河)
Zao Ching " :		" Zaung Ao Dang Creek	(上澳塘)
Kaochiao " :		" Tsing Poo Kang Creek	(清浦港)
Loh Hang " :		" Tsu Kia Kur Creek	(朱家灣)

FM. 2
G 45M 1 36

SHANGHAI MUNICIPAL POLICE.

File No. .....

Station,

REPORT

Date. 19

Subject.....

Made by ..... Forwarded by .....

Kao Hang District : The Tseng Dz Pu Creek (樁樹浦)

Chenju District : " Ching Kee Kang Creek (金雞港).

Owing to the inclement weather this Spring, the period for the labour service was extended from march 31, 1937 to April 30, 1937.

At the conclusion of this period, the City Government decided to dissolve the Committee and hand over all unfinished tasks to the 2nd Department of the Bureau of Public Works. To take the place of this Committee, the Chinese Authorities have decided to form a "Labour Service Conscription Committee" (徵工服役委員會) in accordance with the plan laid down by the Military Affairs Commission of the National Government. The Labour Service Conscription Committee is still in course of preparation and regulations, a translation of which is attached (Appendix "D"), have been drafted.

Sih Tsu Liang
C. D. I.

D.C. (Special Branch).

Copy sent to "E".
DDK. 14/5.

APPENDIX "A"

General Measures Governing Citizens' Labour Service in Shanghai Municipality

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Art. 1. Citizens residing in this Municipality of the ages of 18 to 40 are to perform annual labour service. Those who fall within the following categories are exempt:-

(a) Those who are unable to serve on account of incurable diseases.

(b) Those known to be in penurious circumstances and and whose whole family depends on them for their livelihood. The fact to be attested by five householders.

Art. 2. Two months before the enforcement of the service, the City Government will give notice of districts, times and work to be done.

Art. 3. Labour service by citizens in rural districts is to be performed at such times as they are not occupied in agricultural work. The City Government will, taking the living conditions into consideration, decide the time of service for citizens in prosperous urban districts.

Art. 4. The main work to be done includes the dredging of streams, repairs to dykes, etc. and also road constructions and tree planting.

Art. 5. Detailed enforcement rules for the above will be laid down in due course.

Art. 6. Implements and food to be provided by the citizens themselves, and materials required to be supplied by the competent authorities.

Art. 7. Every man is to serve at least three days and at most ten days every year. In time of necessity, the period may be prolonged, but the City Government will pay adequately for the work done during that time.

Art. 8. When a citizen is prevented by sickness or urgent affairs from serving himself, he may find another to take his place. He may commute his service at a rate to be determined annually by detailed enforcement rules but any money obtained in this manner must be employed to purchase materials and implements.

Art. 9. After the completion of a citizens service, the City Government will issue to him a service certificate, stating his name, age, address, place of employment and number of working days.

Art. 10. These measures will be enforced from the date of their promulgation by the City Government.

APPENDIX "B"

Labour Service Enforcement Rules

Art. 1. These rules were devised in accordance with Art. 5 of the General Measures Governing Citizens' Labour Service in the Shanghai Municipality.

Art. 2. The work to be performed this term will be the dredging of streams, repairs to dykes and planting of trees on the banks of rivers. The City Government will employ workers to undertake the construction of dykes and irrigation work.

Art. 3. The period of labour service will be from December 1, 1936 to March 31, 1937.

Art. 4. A village will be considered as a unit. Villages within 5 li on both sides of a river or stream will take up the dredging as their principal work while villages which are situated between 5 to 10 li beyond the river will assist in the dredging of the river.

Art. 5. Male citizens residing in the villages of the ages of 18 - 40 are to perform the labour service. When prevented by sickness or urgent affairs, a citizen may find another to take his place. Those who fall within the following categories are exempt:-

a) Those who suffer from incurable diseases and certified by the Bureau of Public Health as unable to perform the labour service.
b) Those known to be in penurious circumstances and whose families depend on them for their livelihood. The fact to be attested by five householders.
c) Those who have already performed labour service at places where they were engaged in business or employment.

Art. 6. Citizens of villages within five li of the river should work not more than five days and those of villages between 5 - 10 li beyond the river not more than 3 days. The quantities of soil to be dredged will be determined according to the dryness of the land and the distances which the dredged soil must be transported. Persons may return home on completing the work assigned to them. In time of necessity the period of labour service may be prolonged but the City Government will pay each of those who work during the prolonged period $0.30 per diem for their food money.

Art. 7. The working period of a day will be from 8 a.m. - 11.30 a/m. and 1 p.m. to 5 p.m. altogether 7½ hours.

Art. 8. Persons who complete their work satisfactorily within the limited period will have their certificates marked "Rewarded" and the work to be assigned to them in the second term may be reduced.
Persons who complete their work after the expiration of the limited period will not be rewarded. Those who complete their work in a period of more than 1½ time but less than twice the limited number of days will have their labour service certificate marked "Exceeds the limited period", and they will be given more work in the second term of the labour service.
Persons who fail to complete their work in a period which doubles the limited number of days will be required to pay the employees engaged by the competent authorities for the purpose of completing their unfinished work.

Art. 9. The service men will attend work at places designated by the competent authorities.

Art. 10. All the service men are to be organized into labour corps which will work according to the following system:

a) The Chairman and Vice-Chairman of the Joint Office of the Various Districts of the Shanghai Municipality will direct the district delegates of the City Government to mobilize and supervise the service men.

b) The District Chiefs will act under the Delegates of the City Government.

c) A district shall organize a number of labour corps equal to the number of villages in the district.

d) Each village should have a corps which may be divided into groups. The chief of the largest group will concurrently serve as the chief of the corps, and chiefs of the smaller groups as vice-chiefs of the corps. They will be held responsible for asembling or mobilizing and supervising their members (the service men). All the chiefs are to be selected by the competent authorities and will work together with their members.

Art. 11. Service men who

a) fail to report for work,
b) evade the service on some pretext, or
c) disobey instructions

will be required to work one to three days more as a punishment.

Those who make attempts to instigate unrest or disturbances among their colleagues will be liable to severe punishment.

Art. 12. Food and ordinary implements are to be provided by the groups while special implements will be provided by the Joint Office. The Chiefs of the groups should collect all implements distributed to their groups after use and return them to the Joint Office. Service men who lose the implements given to them are required to make good the loss.

Art. 13. Regulations regarding the nature of the work will be published before the work starts. They are to be strictly adhered to by the service men.

Art. 14. When a piece of work is completed an official of the Joint Office will make an inspection. Any unsatisfactory piece of work will be done over again by the corps which undertook the work.

Art. 15. These rules are to be enforced on the date when they are promulgated by the Shanghai City Government.

APPENDIX "C"

General Outline of Labour Service

1. The labour service this term will be limited to the following districts:-

   Woosung District
   Yinghang "
   Kiangwan "
   Yinghsiang "
   Chenju "
   Poo Sung "
   Zao Ching "
   Kaochiao "
   Loh Hang "
   Kao Hang "

   The work will be confined to dredging of rivers and erection of dykes.

2. The period of labour service will be from December 1, 1936 to March 31, 1937.

3. A village will be considered as a unit. Villages within five li on both sides of the river will be the principal units while those situated between 5 - 10 li beyond the river banks the assistant units.

4. Male citizens residing in the villages of the ages of 18 - 40 are to perform the labour service. When prevented by sickness or urgent affairs a citizen may provide a substitute to take his place. Those who fall within the following categories are exempt:-
   a) Those who suffer from incurable diseases certified by the Bureau of Public Health.
   b) Those known to be in penurious circumstances and whose families depend on them for their livelihood. The fact to be attested by five householders.
   c) Those who have performed labour service at the place where they were engaged in business or employment.

5. Citizens living in the villages which are the principal units shall work for not more than 5 days and those in villages which are assistant units not more than 3 days.
   A definite quantity of mud should be excavated each day, and the work completed, the service men may return home. In time of necessity, the working period may be prolonged but the City Government will provide an adequate allowance ($0.30 per diem).

6. The daily working period will be from 8 a.m. to 11.30 a.m. and 1 p.m. to 5 p.m. altogether 7½ hours. One is allowed to prolong his working period at his own will. Work should be continued on Sundays and other holidays.

7. Service men should attend work on the date when it commences and complete same within the limited period. Persons who complete their work satisfactorily within the limited period will have their certificates marked "Rewarded" and the work to be assigned to them in the 2nd Term will be reduced. Those who complete their work after the expiration of the limited period will not be rewarded and those who complete their work in a period of more than 1½ times but less than twice the limited number of days will have their labour service certificates marked "Exceeds the limited period" and they will be given more work in the 2nd Term of the labour service. Persons who fail to complete their work in a period double the limited number of days will be required to pay the employees engaged by the Office to complete their

unfinished work at $0.30 per diem. In addition their labour service records will be marked "Exceeds the limited period" and they will be given more work in the 2nd term.

8. The competent authorities will issue instructions before the work starts. All instructions are to be obeyed and no demand for alterations is allowed.

9. Persons attending the labour service are to be organized into labour corps which will be governed according to the following system:-

A district shall organize a number of labour corps equal to the number of villages in the district. The labour corps will be under the control of the district chief.

Each village should have a corps which may be divided into groups. The chief of the largest group will concurrently serve as the chief of the corps and chiefs of the smaller groups vice-chiefs of the corps.

The chiefs who will be held responsible for mobilizing and supervising their members should perform the labour service.

10. The chiefs of groups should distribute work evenly amongst members of their groups. The whole group will be held responsible for the completion of a piece of work. Every one should keep an eye on his colleagues and report to the chief if any of them arrive late, withdraw early or are lazy.

11. The chiefs of groups should call the roll in the morning as well as in the afternoon and report the number of those present to the chief of the corps and overseer. The chiefs of groups will be responsible for any defects in the work of their groups. Food and implements are to be provided by the service men themselves.

12. Before the work of dredging commences the Office will have the water in part of the river pumped out in order to facilitate the work. Any water thereafter accumulated in that section of the river should be drawn off by the labour service men into a line leading to a reservoir from where it will be pumped out. Labour service men are not allowed to draw the water into a place where another group is working.

13. The labour service men should first construct water lines according to the instructions of the overseer before they remove the mud. Any damage to the water lines should be immediately repaired.

14. The depth, width, and various definitions regarding a piece of work will be promulgated before the work starts and should be strictly adhered to.

15. When a group has completed its work, the chief of the group should report to the Overseer through the Chief of the Labour Corps. The overseer will make an inspection of the work. When a Corps has completed its work, the Chief of the Corps should report to the Engineer through the District Chief and the Engineer will make an inspection of the work. Any unsatisfactory piece of work will be done again by the group concerned. When the whole work is completed, it will be inspected by the Joint Office.

16. While working, labour service men should observe regulations and instructions. Disobedience will be punished.

APPENDIX "D"

Shanghai City Government Labour Service Conscription Committee

Drafted Measures of the Shanghai City Government Governing Labour Service Conscription

Art. 1. These measures have been drafted in accordance with the outline laid down by the Military Affairs Commission.

Art. 2. The principal works to be undertaken are:-

a) Defence works (such as repairs to "Tiao Pao" (forts) and granaries.)

b) Road construction.

c) Conservancy works (such as dredging of rivers, repairs to dykes, etc.)

d) Tree planting.

Art. 3. Abled bodied citizens residing in this municipality of ages between 18 and 45 are required to perform the service.

Art. 4. One should perform not less than 3 days but not more than 5 days labour service a year. The working period will be 8 hours a day. The times for work during a day will be decided by the competent authorities.

Art. 5. Every one must undertake the work personally and is not allowed to provide a substitute. Persons who are not employed in their native places are to perform the labour service in the places where they are engaged in their employment.

Any person prevented by sickness, marriage or death from attending the labour service may be permitted to postpone his tour of duty with permission from this committee, but the postponement may not be extended to the following term.

Art. 6. No pay will be given to the citizens who perform the labour service. They should supply themselves with food and the necessary implements such as hoes, poles, rope, shovels, etc.

Art. 7. The term for ~~them~~ performing the labour service during a year should be decided according to circumstances. For instance:-

a) Peasants should perform their service during the period between November and April when they are not busy on their farms.

b) Citizens residing in cities should, according to their living conditions, perform the labour service after office or working hours and on holidays during the first half of the year.

Art. 8. Regarding the mobilization, distribution and repatriation of persons thus conscripted, the rules laid down should be observed.

Art. 9. Before the labour service conscription is enforced, a list of able bodied citizens should be compiled.

Art. 10. The Distribution and mobilization of the service men will be decided according to the circumstances of the locality, the quantity and kind of work and the total number of persons available for the work. The chief aim is to distribute work evenly amongst those undertaking the service.

Art. 11. Regarding the demarcation of labour service districts, this Committee decides that citizens residing between 5 and 10 li of the place where the work is to be carried out should be conscripted, but with the Committee's approval citizens living 15 li beyond may be called upon to undertake a particular piece of work provided that they are supplied with food and lodging.

Art. 12. Materials and special implements required in construction work will be provided by the Committee in the following way:-

a) Bamboo, wood and pebbles for repair work will, if necessary, be collected from residents of the locality where the work is to be performed.

b) The owners of orchards and farms should supply seeds and shrubs for tree planting.

c) The Committee will either borrow or purchase pumps and wooden piles.

d) The Committee will also either borrow or purchase implements for breaking stones, etc.

e) Materials for the construction of dykes, etc. will be purchased with the funds allotted for that purpose. Should there be no fund for this purpose the Committee will supply the materials.

f) The Committee will provide mess rooms and boarding houses.

Art. 13. In order to facilitate supervision, the Committee may temporarily organize the men participating in the service into corps and groups according to their trades and occupations and appoint chiefs to guide them.
Staff of official organs, police bureaux, paoantui, and schools may form their own units to participate in the labour service.

Art. 14. Persons attending the labour service who
a) fail to report when they receive the call from the competent authorities,
b) evade the service on some pretext, or
c) disobey instructions
will be made to perform service for one to three days extra in addition to the scheduled period. With the approval of this Committee assistance may be solicited from the Bureau of Police to carry out the punishment. Those who obstruct work in progress will be sent to the Police for punishment.
Heads of families, employers, and other responsible

persons who by means of their authority exempt their subordinates from the service will share the responsibility of the offences.

Art. 15. Good work and diligence on the part of the citizens in performing the labour service will be rewarded by the City Government on the recommendation of this Committee.

Art. 16. Compassionate grants will be donated to persons injured or killed in performing the labour service.

Art. 17. Expenses for undertaking the works should be included in the budget of the local Government. Before the Budget is compiled, reserve funds of the local government may be allotted to meet the expenses. Should the reserve fund be insufficient or should there be no reserve fund at all, the City Government should be requested to supply the money.

Art. 18. The Committee has the right to revise and/or amend these measures.

Art. 19. These measures will come into force on the date when they are promulgated by the Shanghai City Government.

Extract from Daily Intelligence Report dated 7/12/36

Shanghai Municipality Labour Service Committee - formed

A new body entitled the "Shanghai Municipality Labour Service Committee" has been formed by the Bureau of Public Works, Bureau of Social Affairs and the Bureau of Public Safety. The object of this body is to enlist men between the ages of eighteen and forty living in Woosung, Yinghang, Chenjâ, Kaochiao and six other districts in the neighbourhood of Shanghai for service in river conservancy and to carry out the conservancy project decided upon by the City Government.

BRITISH CONSULATE-GENERAL,
P.O. BOX 259. SHANGHAI.

April 22nd 1937.

Dear Inspector Ross,

I telephoned to you a few days ago about the enforcement of citizen labour in the Shanghai Municipality. You said you would be kind enough to make confidential enquiries for me as to the extent to which these regulations were being observed and/or enforced. I enclose a copy of them herewith and will be grateful for anything you ~~will~~ can let me know about them. For obvious reasons it is useless for me to approach the authorities officially.

Yours sincerely,

Chief Inspector Ross,
Shanghai Municipal Police,
SHANGHAI.

Extract from Shanghai City Government Gazette No.174 of November 16th 1936.

Précis translation

General Measures Governing Citizens' Labour Service in Shanghai Municipality.

Article 1. Citizens residing in this Municipality of the ages of 18 to 40 are to perform annual labour service. Those who fall within the following categories are exempted:-

(1) Those ~~for whom it is impossible~~ to serve on account of incurable diseases.

(2) Those known to be in penurious circumstances and whose whole family depends on them for their livelihood. The fact to be attested by five householders.

Article 2. Two months before the enforcement of the service, the City Government will give notice of districts, times and work to be done.

Article 3. Labour service by citizens in rural districts is to be performed at such times as they are not occupied in agricultural work. The City Government will, taking the living conditions into consideration, decide the time of service for citizens in prosperous urban districts.

Article 4. The main work to be done includes the dredging of streams, repairs to dykes, etc. and also road construction and tree planting.

Article 5. Detailed enforcement rules for the above will be laid down in due course.

Article 6. Implements and food to be provided by the citizens themselves, and materials required to be supplied by the competent authorities.

Article 7. Every man is to serve at least three days and at most ten days every year. In time of necessity, the period may be prolonged, but the City Government will pay adequately for the work done during that time.

/Article 8.

Article 8. When a citizen is prevented by sickness or urgent affairs from serving himself, he may find another to take his place. He may commute his service at a rate to be determined annually by detailed enforcement rules, but any money obtained in this manner must be employed for the purpose of materials and implements.

Article 9. After the completion of a citizen's labour service, the City Government will issue to him a service certificate, stating his name, age, address, place of employment and number of working days.

Article 10. These measures will be enforced from the date of their promulgation by the City Government.